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REPORT OF THE SECRETARY-GENERAL ON THE UNITED NATIONS OPERATION IN MOZAMBIQUE

I. INTRODUCTION

1. The present report is submitted pursuant to Security Council resolution 916 (1994) of 5 May 1994 by which the Council extended the mandate of the United Nations Operation in Mozambique (ONUMOZ) for a final period until 15 November 1994, subject to the proviso that the Council would review the status of the mandate of ONUMOZ by 15 July 1994 based on a report by the Secretary-General, and also by 5 September 1994 based on a further report by the Secretary-General. As indicated in paragraph 55 of my last report to the Council (S/1994/511), the present report also elaborates upon the timetable for the closing of ONUMOZ and the withdrawal of the military and civilian personnel of the mission.

II. MAJOR POLITICAL AND MILITARY ASPECTS

A. General

2. Three and a half months remain before the holding of the first multi-party elections in Mozambique on 27 and 28 October 1994. The preparations for those elections are generally proceeding in accordance with the established timetable. Registration of voters began as scheduled on 1 June 1994 and is progressing satisfactorily.

3. Since my last report to the Council dated 28 April 1994, significant progress has been made in the Mozambican peace process. However, serious problems remain that must be addressed rapidly if the elections are to be held under acceptable conditions. The major concerns now are delays in the completion of the assembly and demobilization of troops belonging to the Government of Mozambique and the Resistência Nacional Moçambicana (RENAMO), as well as delays in the formation of the new Mozambican Defence Force (FADM).

B. Assembly and demobilization of troops

4. The Security Council, in its resolution 916 (1994) of 5 May 1994, urged the two Mozambican parties to meet the target dates of 1 June 1994 for the completion of the assembly of forces and 15 July 1994 for the completion of demobilization. While RENAMO accepted the deadlines, the Government declared that it would not be able to meet the target dates set by the Council but would conclude the assembly of its troops by 1 July and their demobilization by 15 August 1994.

5. It will be recalled that in November 1992 the Government had declared that it would send a total of 61,638 troops to its 29 assembly areas. At that time it also indicated that there would be an additional 14,767 soldiers who would be registered outside the assembly areas. The total of government soldiers would thus be 76,405. However, on 21 April 1994, the government delegation to the Cease-fire Commission presented revised and substantially lower figures, indicating that there would be a total of 64,110 government soldiers, 49,630 of whom would be sent to assembly areas and 14,480 of whom would be registered outside such areas. The Government claimed that the discrepancy was attributable to its failure to deduct from the initially estimated total a group of 13,776 soldiers who had been demobilized before the General Peace Agreement was signed. RENAMO did not, however, accept the new figures, and the matter was referred first to the Cease-fire Commission and then to the Supervisory and Monitoring Commission for verification and subsequent decision. On 17 June 1994, following protracted investigations and negotiations, the two parties signed a joint declaration accompanied by two separate statements. Based on the revised estimates, the new overall strength of the government troops was established at 64,466, of which 49,638 are to be registered in assembly areas and 14,828 outside assembly areas. RENAMO agreed to use the revised government figure as a working estimate and as a point of reference, on the condition that it would be verified by the Cease-fire Commission after the assembly of government troops was completed.

6. So far, despite the concerns expressed by my Special Representative and the international community, the assembly of the government troops has not been completed. The 1 July deadline which the Government set for itself has not been met. However, following a request from President Chissano, it has been agreed that 3,476 soldiers who were to be registered in the assembly areas will now be registered and demobilized in situ. As of 4 July 1994, the Government still had to assemble 4,517 troops. At the Government's request, ONUMOZ is providing transport to assembly areas for approximately 1,325 soldiers who are located in remote areas of the country. As of 4 July 1994, RENAMO had assembled 17,317 soldiers out of an expected total of 18,241; in a meeting of the Cease-fire Commission it was agreed that 899 RENAMO soldiers based at two locations would not go to the assembly areas but would be demobilized in situ. As of 4 July 1994, the Government had demobilized 22,832 soldiers (46 per cent of the expected total), while RENAMO had demobilized 5,138 soldiers (54 per cent of the expected total). A dramatic effort must now be made in order to complete the demobilization process by 15 August 1994.

7. Registration of government troops outside the assembly areas began only on 24 June. But as those soldiers are dispersed at approximately 140 separate

locations throughout the country, it is unlikely that their registration and demobilization can be completed by the 15 August deadline. In the meantime, registration of the 4,326 unassembled RENAMO troops began on 25 May and is expected to be concluded shortly. The demobilization of these troops is scheduled to be completed by 15 July.

8. Delays in demobilization and the selection of soldiers for FADM resulted in prolonged waiting periods in assembly areas and led to mounting frustration, demonstrations and rioting by the soldiers. In most cases, they demanded prompt demobilization and payment of salaries in arrears. On a number of occasions, United Nations personnel were attacked and threatened by the soldiers in assembly areas, while food and other supplies were frequently looted. As a precautionary measure, United Nations troops had to be deployed to or around cantonment sites. On 13 June 1994, the Cease-Fire Commission approved a plan providing for the closure of all 49 assembly areas, the transfer of all weapons to regional arms depots and the acceleration of the selection of soldiers for the new army. As of 4 July, one Government and three RENAMO assembly areas had already been closed.

9. As of 4 July 1994, a total of 74,858 weapons (59,213 Government and 15,645 RENAMO) had been collected from troops in assembly areas. To date, 87 per cent of the weapons collected have been transported to the regional arms depots. A total of 37,622 weapons out of 49,806 had been collected from the paramilitary forces. Some small caches of weapons have been found at various locations throughout the country. All recovered weapons have been duly registered and transferred to the regional arms depots.

10. On several occasions in the past (see S/1994/511, para. 25), I have indicated my concern with the security situation and the need to have additional United Nations infantry elements in some particularly vulnerable areas of the country. With the repatriation of the main body of the Italian infantry contingent from the central region of Mozambique, I have decided to deploy there in July a self-contained infantry company with a strength of up to 170 personnel, which will be provided by the Government of Brazil. I believe that their presence there will be very important, especially during the critical final stages of demobilization and preparation for the elections.

C. Formation of the Mozambican Defence Force

11. In resolution 916 (1994) the Security Council called upon the parties to ensure that the maximum possible number of soldiers were trained for the new Mozambican Defence Force before the elections. The Council also called upon the Government of Mozambique to provide logistical and technical support for the formation of FADM and to initiate the transfer of all central defence facilities to the FADM command. The Government is also responsible for providing regular remuneration to FADM troops.

12. According to the provisions of the general peace agreement, the new Mozambican army is to be composed of 30,000 soldiers, 15,000 from the Government and 15,000 from RENAMO. France, Portugal and the United Kingdom of Great Britain and Northern Ireland agreed to assist the Mozambican Government in

training the new army. However, the present training programmes sponsored by the three participating States cover only some 15,000 soldiers. Because of problems encountered in the selection of soldiers for FADM, it now appears unlikely that training of the first group of 15,000 will be concluded by October 1994. As of 4 July 1994, just under 3,000 FADM soldiers had been trained under the above-mentioned programmes. These include the first three infantry battalions totalling 2,223 soldiers, special forces (350), marines (92), logistics and administration (150), and senior officers (100). Another 1,000 soldiers are currently being trained. In June, 131 Zimbabwean military instructors arrived in Mozambique to assist with infantry training, while Portugal has offered to train an additional 300 soldiers.

13. There are no provisions for training the remaining 15,000 soldiers for FADM. In my last report to the Council (S/1994/511, paras. 13-14) I outlined a number of options which would resolve the problem by phasing the formation of the new army. In my view, it would be preferable for the soldiers covered by the current programmes to be formed prior to the elections, and the second group thereafter. RENAMO is willing to accept this. The Government has put forward a counter-proposal that all 30,000 soldiers be recruited before the elections and half of them trained, while the remainder would be deployed in military centres where they would only receive basic training before the elections. However, in order to realize this option, additional instructors would be needed to assist the Government. Considerable financial resources would also be required to rehabilitate the military centres and to organize the basic training before the end of October. It is doubtful whether the Government could finance and carry out such a programme within the required time-frame. The Government of Italy has been requested to provide assistance in the formation of FADM. While the Government of Italy has undertaken a survey of the possible requirements, it has not as yet formally reacted to the request from the Government of Mozambique.

D. Cease-fire

14. During the period under review the cease-fire has been generally respected and military activities did not pose a serious threat either to the peace process or to preparations for the forthcoming elections. A total of four formal complaints were reported to the Cease-fire Commission, all of which are under consideration by the Commission. Three of the cases involve alleged irregularities in the cantonment process. In one case, RENAMO complained about double registration of government soldiers. As a result, the ONUMOZ Technical Unit's data bank has been adjusted to double-check each soldier registered against all soldiers already demobilized. A cross-check found that 260 soldiers had attempted double registration. The Commission is currently deliberating on how to proceed with those cases. The Government lodged two complaints alleging that 89 RENAMO soldiers had left the Lurio assembly area for hostile purposes and that demobilized RENAMO soldiers from the Chinanguanine assembly area had been ordered to return to their former base. A RENAMO allegation that government forces are undergoing military training in the United Republic of Tanzania has been investigated and the report is currently under review by the Commission.

15. In paragraph 17 of my last report to the Council (S/1994/511), I expressed my concern over the unwillingness of the parties to allow the United Nations to reconnoitre certain military bases and to provide ONUMOZ with complete lists of military equipment. Since then, access has been granted to all military installations designated as locations for unassembled troops. However, the parties have yet to provide the United Nations with updated lists of their military equipment. The general peace agreement provides that biweekly updates of these lists should be presented to the Cease-fire Commission, but the latest submission from both parties was provided in August 1993.

III. PREPARATION FOR THE ELECTIONS

16. During the last periodic review the Security Council welcomed the announcement by the President of Mozambique that elections would take place on 27 and 28 October 1994. The Council further reiterated the importance it attached to the elections taking place on these dates, with electoral registration commencing on 1 June 1994.

17. In the October elections, voters will elect both the President of the Republic and the members of the national assembly. The Electoral Law prescribes that the President must be elected by an absolute majority, otherwise a run-off election must be held between the two candidates who received the largest number of votes. The run-off elections must take place between the seventh and the twenty-first day after the publication of the results of the initial ballot, which is to be no later than two weeks after the poll. The term of office for the President and the 250 members of the National Assembly is five years. The National Elections Commission will determine the number of deputies to be elected to the Assembly from each district in proportion to the number of voters registered.

18. The National Elections Commission is the principal body overseeing the electoral process and is assisted in the practical execution of its mandate by the Technical Secretariat for the Administration of the Elections. Provincial and district Elections Commissions and local offices of the Technical Secretariat are now established in all but a few of the 138 provincial districts as well as in the 6 electoral districts which have been established in Maputo. The Electoral Law stipulates that the Mozambique Liberation Front (FRELIMO), RENAMO and other political parties must be represented in all electoral bodies. However, as a result of internal staffing problems, the representation of RENAMO and other parties is low or non-existent in several districts; the transparency of the electoral process could suffer if this under-representation is not corrected.

19. The overall institutional framework for the elections was completed on 8 June 1994 with the swearing in of the national and international judges for the Electoral Tribunal. The Tribunal will function as a court of appeal against decisions of the National Elections Commission.

20. Training of all electoral elements, voter registration teams and civic education agents was coordinated by the National Elections Commission with technical assistance from the United Nations Development Programme (UNDP) and

was concluded at the end of May. Registration of voters began as scheduled on 1 June 1994 and is advancing relatively smoothly. At this stage, approximately 1,500 out of the initially envisaged 1,600 registration teams are fully operational. As of 4 July, at least 2.5 million out of a projected 8 million eligible voters had registered. This has been achieved in spite of significant logistical bottlenecks. Voter registration is scheduled to last 10 weeks but may be extended on an exceptional basis by the National Elections Commission until 12 September 1994, when the electoral campaign is to begin.

21. In paragraph 51 of my last report to the Council (S/1994/511), I expressed my conviction that free and fair elections in Mozambique are possible subject to certain conditions which, I wish to reiterate, are essential to the electoral process. In this context, I have noted with concern that access to a few RENAMO-controlled districts is still impeded. Furthermore, clear rules for access to State mass media, including both radio and television, have yet to be established. As of 4 July 1994, a total of 15 political parties had registered and were participating in the electoral process. RENAMO has not yet officially registered but is participating in the process as a party to the general peace agreement.

22. In my last report, I apprised the Security Council of the situation regarding technical assistance funding for the electoral process and the downward revision of the original budget from US$ 71 million to US$ 59 million. This budget has now been further reduced to $56.3 million. Total pledges towards the election budget now total $52.5 million, including $3.3 million set aside by the Government from the State budget. This leaves a shortfall of $3.8 million. I reiterate my appeal to donors to bridge this gap and urgently honour their earlier commitments in order that preparations for the elections may proceed on schedule. In the meantime, the Mozambican political parties have continuously stressed the need for funds to prepare for the electoral campaign. To date, donors have pledged a total of $3.54 million for the trust fund established to assist registered parties, on the condition that the National Elections Commission establish rules of procedure and eligibility criteria for the fund. After long delays, the Commission agreed on 28 June 1994 to formulate such criteria.

23. Pursuant to its mandate, the Electoral Division of ONUMOZ is monitoring the entire electoral process; its 148 officers are stationed in provinces and districts as well as in Maputo. Monitoring activities cover voter registration, civic education campaigns, use of the press and activities of political parties and their leaders before and during the electoral campaign. United Nations electoral officers frequently visit and check registration sites and conduct sample counts of registered voters. They also receive complaints from political parties and individuals concerning alleged irregularities in the electoral process. While all complaints are transmitted to the National Elections Commission for follow-up, ONUMOZ is mandated to carry out separate investigations. During the elections on 27 and 28 October, several hundred additional international observers are expected to monitor the polling and the counting of votes throughout the country. A total of 60,000 Mozambican polling officers are to be trained by the National Elections Commission, with assistance from UNDP.

IV. POLICE ACTIVITIES

24. Of the authorized strength of 1,144 United Nations police observers, 817 had been deployed by 4 July, in accordance with the schedule set out in my last report to the Council of 28 April 1994 (S/1994/511). To date, 29 CIVPOL stations have been established outside provincial and district capitals; 8 of them are in RENAMO-controlled areas. An additional 31 stations are scheduled to open as soon as logistical arrangements are in place. Logistical problems have delayed the establishment of CIVPOL outposts in some areas.

25. The initial reluctance on the part of the authorities of the two parties to cooperate with ONUMOZ civilian police is gradually being overcome. CIVPOL initially encountered difficulties in gaining access to a number of government police stations and was unable to inspect the Quick Reaction Force systematically. Following several discussions with the Minister of the Interior, however, access to the Quick Reaction Force has been granted. Since then, CIVPOL has been given information on the organization, strength, equipment and training of that force.

26. As part of the agreement of 3 September 1993 on the unification of the territorial administration of Mozambique, the two parties decided that the Mozambican police should re-establish posts in areas formerly controlled by RENAMO. RENAMO's political leaders have continuously declared that they would guarantee access to all areas that were under their control, while the national police continues to reiterate its commitment to set up the required posts. However, these commitments have often not been acted upon: in some cases, local RENAMO authorities have denied the government police access, while the latter appears reluctant to extend its posts to former RENAMO areas. This situation is hindering the effective functioning of CIVPOL.

27. ONUMOZ has so far received 47 complaints of misconduct by members of the national police. Thirty-five cases were investigated and fully resolved, while 12 cases are still under investigation. The cases fall mainly into three categories: (a) illegal detention of civilians; (b) abuse of detainees' civil rights; and (c) criminal investigations involving possible political motives. Furthermore, many detainees have complained about the lack of food, water and other necessities in State prisons.

V. HUMANITARIAN ASSISTANCE PROGRAMME

28. The coordination of assistance to be provided from now to the end of the year to meet the demands of the humanitarian situation in Mozambique is among the current and major preoccupations of the United Nations. Against the background of the demobilization process and in the light of the continuing return of significant numbers of refugees and internally displaced persons to rural areas, mine-clearance activities as well as agricultural production have also become critical factors in the humanitarian situation. Consequently, the United Nations Office for Humanitarian Assistance Coordination (UNOHAC) of ONUMOZ is now focusing on activities that will effectively address the current situation in a comprehensive manner. Special emphasis is being placed on the implementation of programmes and activities aimed at ensuring the full

reintegration and resettlement of returnees and internally displaced persons and demobilizing soldiers within Mozambican society.

29. With the recent completion of the review of the consolidated humanitarian assistance programme, a clearer picture of humanitarian needs for the period from May to December 1994 and related costs has emerged. The provision and distribution of emergency relief in the form of food and non-food items to the various categories of beneficiaries is estimated at US$ 117 million. This covers the distribution of seeds and tools as well as costs related to emergency work in the areas of water supply and health and education in support of overall reintegration programmes in rural areas.

30. For activities related to the repatriation of refugees and the rehabilitation of areas with a large returnee population, an estimated $31 million is required. To date, some 800,000 Mozambican refugees have returned. An additional flow of returnees, estimated at 600,000, is expected before the end of 1994.

31. The reintegration support scheme for demobilized soldiers includes the extension of six months severance pay from the Government for a further 18 months. With the Government's decision, taken on 23 June 1994, to grant pensions to disabled RENAMO soldiers, the reintegration support scheme was ratified by the Supervising and Monitoring Commission on 24 June 1994. The scheme, together with a programme for training, counselling and job referral to facilitate the re-entry of demobilized soldiers into civilian life, has been established at a cost of $47 million.

32. Although this season's harvest is projected to be better than last season's, the expected reduction in the provision of food relief is smaller than had been hoped for. The increase in areas planted in 1993-1994 as a direct consequence of the cease-fire was countered by inadequate rains and pest infestations, as well as by the scale of destruction caused by cyclone "Nadia" in the northern provinces of the country. The recent Food and Agriculture Organization of the United Nations (FAO)/World Food Programme (WFP) crop and food supply assessment mission has estimated that total cereal imports required during the period from May 1994 to April 1995 will be 600,000 metric tons, which represents a reduction of over 300,000 metric tons from the previous agricultural year.

33. In my last report, I indicated that the implementation of the United Nations mine-clearance programme would be accelerated following delays experienced in its initial phase. The plan to establish a national mine-clearance capacity is now making progress, and it is expected that some 400 Mozambican de-miners will be trained by November 1994. In this regard, the Mine Clearance Training Centre is to be moved from temporary facilities in Beira to more permanent ones in Tete. In the meantime, the national mine survey was completed on 9 June 1994, providing critical details concerning safety of roads and 1,300 confirmed or suspected mined sites. Clearance of 40 kilometres of road in Sofala Province, from Sena to Chiramba, has been completed under a contract with the United States Agency for International Development (USAID). Through a project financed by the United Kingdom, three teams of 68 Mozambican mine clearers are working on the clearance of priority roads in Zambezia. Also,

Norwegian People's Aid continues its work in the provinces of Tete and Sofala, having completed the opening of a key route in Zambezia, providing access to an area that has been isolated for many years. That organization, together with a group of 100 mine clearers, is also currently engaged in mine-clearance activities within Maputo province.

34. While persistent efforts will be made to move the humanitarian endeavour in Mozambique towards rehabilitation and reconstruction, the assessment of needs for the period between now and December 1994 indicates the existence of significant emergency-type humanitarian requirements. In this connection, it should be borne in mind that the flow of returnees will continue beyond December 1994, as will other humanitarian programmes, such as mine clearance and the reintegration of demobilized soldiers. At present, UNOHAC is working closely with the Government and RENAMO in order to ensure the sustainability of progress achieved and the coordination of externally funded humanitarian assistance programmes after the elections.

VI. TIMETABLE FOR THE CLOSURE OF ONUMOZ AND WITHDRAWAL OF CIVILIAN AND MILITARY PERSONNEL

35. By paragraph 19 of resolution 916 (1994), the Security Council extended the mandate of ONUMOZ for a final period until 15 November 1994 at the strength described in paragraphs 22, 24 and 25 of my last report (S/1994/511). The withdrawal of ONUMOZ civilian and military personnel is scheduled to begin immediately after the elections on 27 and 28 October 1994 and is scheduled to be concluded before the end of January 1995.

36. Several hundred international electoral observers who are due to arrive in Mozambique approximately 10 days before the October elections are scheduled to be repatriated almost immediately after the poll. The majority of the international staff of the ONUMOZ Electoral Division and the United Nations Volunteers will leave the mission area after the election results are published. Meanwhile, the withdrawal of ONUMOZ police observers is planned to take place in three phases beginning on 10 November 1994 and ending by mid-December, when the last 200 observers from the regional and central headquarters will be repatriated. The withdrawal of the humanitarian component of ONUMOZ is also planned to begin immediately after the elections, with most of the staff of UNOHAC scheduled to leave the mission area by mid-November. A limited number of personnel will remain until the end of November 1994 for handing over activities.

37. The drawdown of the ONUMOZ military component will start on 15 November 1994 and be concluded within 40 days. Preparations for repatriation of each of the major national contingents will take approximately two to three weeks to accomplish; this process will be initiated on 1 November 1994. The tentative withdrawal schedule of infantry units is as follows: the Uruguayan contingent will depart in the period from 18 to 26 November 1994; the Brazilian on 22 and 23 November 1994; the Botswanan on 4 and 5 December 1994; the Bangladeshi from 25 November to 11 December; and the Zambian in the second half of December 1994. The repatriation of military support units and medical personnel is scheduled to begin on 19 November 1994 and to be completed by

22 December 1994. Until the closure of the mission by the end of January 1995, only a limited number of mostly civilian logisticians and of essential military personnel (specialists and staff officers) would remain in Mozambique.

38. This recommended timetable for withdrawal of personnel is based on the relevant provisions of the general peace agreement. The presence of ONUMOZ would be required until such time as the new Government takes office. The withdrawal plan is thus conditional upon: (a) the successful holding of peaceful, free and fair elections on 27 and 28 October 1994; (b) the announcement of the election results no later than 12 November 1994; and (c) the timely establishment of a new Government. Should a second ballot be required for the election of the President, it might be necessary for the Council to adjust the timetable for the withdrawal of certain elements of ONUMOZ.

VII. FINANCIAL ASPECTS

39. As indicated in my report to the General Assembly of 23 May 1994 (A/48/849/Add.1), the estimated financial requirements of ONUMOZ for the period from 1 May to 15 November 1994 amounted to $178,770,900 (gross) and $175,500,100 (net). The Advisory Committee on Administrative and Budgetary Questions, in its report of 24 June 1994 (A/48/956), recommended appropriation and assessment of an additional amount of $111.5 million (gross) for the period from 1 May to 15 November 1994, taking into account the amount of $53.8 million already appropriated and assessed. However, for the period from inception to 30 June 1994 there are still outstanding assessed contributions for ONUMOZ totalling $153.2 million. As of 30 June 1994, the total amount of outstanding assessed contributions for all peace-keeping operations is $2,100.0 million.

VIII. OBSERVATIONS

40. With the election dates of 27 and 28 October 1994 rapidly approaching, the timetable for the peace process is becoming increasingly tight. While significant progress has been made in many areas, and especially in the electoral sphere, I am concerned by the delays in the assembly and demobilization of troops and in the training and formation of the new army.

41. Both parties to the general peace agreement have repeatedly reiterated their commitment to ensure the conclusion of the demobilization process by the agreed deadlines, but these assurances have not yet been fully translated into action. It is now imperative that the assembly and demobilization of government troops be accelerated dramatically if the established and recently reconfirmed deadline is to be met. If the demobilization of government and RENAMO troops is not completed by the agreed dates, and if a large number of the soldiers selected for FADM are left in assembly areas, there is a danger that three armies will be in existence in Mozambique during the election period. This could pose a serious threat to stability and thus to the holding of free and fair elections and the peaceful formation of the new government. It is therefore imperative that everything possible be done by the parties to speed up the demobilization process.